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United States Coast Guard

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COMDTINST 3010.19A
3 MAY 2001

COMMANDANT INSTRUCTION 3010.19A

Subj: COAST GUARD STANDARD AFTER ACTION INFORMATION AND LESSONS LEARNED
SYSTEM

Ref: (a) Classified Information Management Program, COMDTINST M5510.23
(b) The Coast Guard Freedom of Information and Privacy Acts Manual, COMDTINST M5260.3

1. PURPOSE. To provide policy and procedures for the web based Coast Guard Standard After Action Information and Lessons Learned System (CG-SAILS).
2. ACTION. Area and district commanders, commanders of maintenance and logistics commands, unit commanding officers, assistant commandants for directorates, Chief Counsel, special staff offices at Headquarters, and commanding officers of headquarters units shall ensure compliance with this instruction.
3. DIRECTIVES AFFECTED. Coast Guard Universal Lessons Learned System (CGULLS), COMDTINST M3010.19 is canceled.
4. BACKGROUND.
 - a. In 1978, the Coast Guard initiated the Remedial Action Project (RAP) program to address deficiencies identified during military readiness exercises. As a result of an audit by the General Accounting Office, and to satisfy military service reporting requirements, the Coast Guard adopted the Coast Guard Universal Lessons Learned System (CGULLS). CGULLS was a computer-based system designed to enhance the RAP program, while providing the Coast Guard better interoperability with the Joint Staff and the other services. The Coast Guard also developed the Preparedness for Response Exercise Program (PREP) Lessons Learned System (PLLS) to ensure oil pollution response lessons learned were captured and tracked in the same format. CGULLS and PLLS were a first step in using technology to more widely disseminate lessons learned by distributing CD-ROMS. However, it was still a process that was inefficient and required human intervention.

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NON-STANDARD DISTRIBUTION:

- b. The Coast Guard can make use of current technology, to ensure information and experiences gained from real-world operations and exercises are captured in a system that is readily accessible at all levels of the organization. Such a system will increase corporate knowledge and enhance Coast Guard organizational efficiency. CG-SAILS is a web-enabled database that enables users at any computer with Intranet connectivity to enter and retrieve vital information.

5. DISCUSSION.

- a. CG-SAILS provides an efficient means of capturing After Action Reports (AARs), Lessons Learned (LL) and Best Practices (BP) from operations, contingency responses and exercises. CG-SAILS will assist exercise planners, operational commands and other CG activities by availing past experiences to improve future operations. In addition, CG-SAILS provides program administrators the automated capability to send appropriate reports to the Navy Lessons Learned System, (NLLS).
- b. This Instruction addresses the process for the collection, validation, distribution, feedback, and the subsequent remediation of issues identified and derived from CG operations and/or exercises. Issues may be pertinent information on doctrine, tactics, procedures, and systems or may simply address a general document or process. CG-SAILS reports will reside in a CG Intranet database with easy access by field units for retrieval, review and entry of data via the CG-SAILS Intranet web site. The web site may be accessed at <http://llintra.comdt.uscg.mil/>.
- c. The CG-SAILS Intranet web site will be used by all Coast Guard units for the submission and review of unclassified after action and lessons learned reports only. Classified reports shall continue to be handled per reference (a) and shall be submitted by official Coast Guard record message format or paper copies via the operational chain of command to Commandant (G-OPF). Use the report formats in enclosure (1) and (2) when drafting classified reports. Reports that are considered For Official Use Only (FOUO) shall be submitted onto the Intranet site and protected as sensitive information in accordance with reference (b).
- d. Lessons learned can range from very specific local issues to those with broad Coast Guard-wide implications. There is no limit on the number or type of lessons learned to be submitted, but as a minimum, reports shall be created and submitted to CG-SAILS for all contingencies and exercises that meet at least one of the following criteria.
 - (1) Operation or contingency response conducted with joint armed services, multinational forces, or other federal government agencies with significant Coast Guard involvement.
 - (2) Any multi-agency operation or contingency response for which the Incident Command System (ICS), is utilized.
 - (3) Coast Guard support of Federal Response Plan contingencies.

- (4) Oil spills or hazardous materials releases requiring an On Scene Coordinator (OSC) report to the National Response Team or for which an Incident Specific Preparedness Review (ISPR) report has been conducted.
- (5) All exercises that require submission of a Concept of Exercise (COE).
- (6) All exercises conducted per the PREP guidelines.
- (7) As directed by Commandant.
- (8) As directed by an operational commander.
- e. Reports shall be submitted within 60 days from the end of an operation or exercise. Reports shall be reviewed and validated by the submitting command to ensure the accuracy of the information. The CG-SAILS application will prompt users upon submitting a report that doing so indicates the command has reviewed and approved the report. Commands must use the guidance and standard formats contained in CG-SAILS and as shown in enclosure (1) and (2). Submitting a report onto CG-SAILS constitutes command endorsement.
- f. The CG-SAILS Internet web site www.cgsails.uscg.mil will continue to be supported to allow outside interested parties with internet access to enter and view reports as well as view non-sensitive Coast Guard reports. Non-sensitive Coast Guard reports shall be released to the Internet site only after being reviewed by the chain of command and approved for release. Coast Guard commands may submit reports on the Internet site but submission through the Intranet site is preferred. Any reports entered from the Internet site will be released to the Intranet for retrieval and review.

6. RESPONSIBILITIES.

- a. Commandant (G-OPF) and Commandant (G-MOR) are the program managers for CG-SAILS and the Coast Guard lessons learned/best practices program. Commandant (G-OPF) and Commandant (G-MOR) will coordinate the review, validation and posting of lessons learned and after action reports onto the Intranet and/or Internet sites. They will coordinate as necessary with other Coast Guard headquarters programs and field commands to resolve issues, determine the disposition of reports, identify lessons learned to be placed in the RAP, and to respond to comments or questions about the CG-SAILS application. Commandant (G-OPF-5) will continue development and modifications of CG-SAILS software and hardware requirements in support of the intranet/internet sites. CG-SAILS program administrators will provide batch reports periodically to the Joint Universal Lessons Learned System (JULLS) database. Commandant (G-MOR) and Commandant (G-OPF) will also monitor and manage lessons learned requiring follow up actions to resolve and correct problems and/or deficiencies.
- b. Commandant (G-OCC) will serve as the CG-SAILS Information Technology (IT) manager and will coordinate CG-SAILS technical management with Commandant (G-OPF-5), Headquarters Information Service Division, Operation System Center (OSC) Martinsburg and others as

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necessary to continue the development and management of the CG-SAILS software application. Commandant (G-OPF-3) and Commandant (G-OCC) will work with Navy technical representatives to continue joint lessons learned support and cooperation.

- c. Coast Guard Headquarter's Programs are responsible for coordinating and working with commands/units and other program as necessary, to resolve open issues requiring follow up actions and work on Remedial Action Program (RAP) items requiring their subject matter expert attention.
- d. Areas, districts and headquarters commands shall review reports posted by their subordinate commands and ensure compliance with this Instruction. Comments may be added to reports entered by other units to expand upon or explain pertinent issues and concerns. Comments should include a statement regarding approval/disapproval to release on the Internet.
- e. Commands/units will generate after action reports and lessons learned in the CG-SAILS database as required in paragraph 5.d. of this Instruction. Commands/units shall periodically review the CG-SAILS database for issues/problems that may impact the command. Comments may be provided that offer solutions or initiatives for improvements.

7. CG-SAILS PROCESS.

- a. CG-SAILS provides two distinct functions; entering information and retrieving historical data. Commands/units shall enter AAR/LL/BP Reports using the CG-SAILS Universal Resource Locator (URL) of <http://lintra.comdt.uscg.mil>. Directions for entering reports may be found on the web site. "FOUO" should be placed alongside the title of any reports that are considered For Official Use Only (FOUO). Reports can be viewed/retrieved on the Intranet site using the same URL above and an access keyword. The access keyword is required to protect FOUO material from inappropriate access. The keyword will be provided to area, district and other key Coast Guard contingency preparedness staffs or may be requested from a CG-SAILS program administrator by sending an email to CGSails@comdt.uscg.mil. No FOUO reports will be released to the Internet.
- b. Unit members generating reports in CG-SAILS should ensure their unit chain of command has approved reports before submitting them to the site. Two major functions exist to manage a report. The "Save" function enables users to save reports that are "work in progress". Users will be prompted to assign a "user id" to the report and will be prompted to enter this id to continue future work on the report. Users should choose something that is unique, yet easy to remember. Users who forget their "user id" can request it from a program administrator by sending an email to CGSails@comdt.uscg.mil. The "Submit" function allows the user to forward the report to the CG-SAILS program administrator. Once submitted, reports are considered endorsed by the command and can no longer be changed.

- c. Reports submitted into CG-SAILS are retained in a holding area for no more than five working days. Program administrators will review reports to ensure they are official and will then release the reports to the Intranet web site.
- d. The following table and enclosure (3) outlines the submission, publishing, and review processes.

ACTIVITY/PROGRAM	ACTIONS	TIMELINE
Unit Planner	Enter draft AAR/LL/BP in CG-SAILS.	Up to 60-days after end of operations or exercise.
Unit Commander & Commanding Officer	Approve reports	Within 60-days after end of operations or exercise.
Unit Planner	Submit completed reports	Within 60-days after end of operation or exercise.
CG-SAILS Administrators	Review submitted reports; release to Intranet	Within 5 working days after report submitted into CG-SAILS
Area/District Planners	Review unit submissions and provide comments as needed	Within 90-days after report has been posted to Intranet
CG-SAILS Administrators	Release reports to Internet as appropriate	Within 120-days after report has been posted to Intranet.

8. **FORMATS/REPORTS.** The CG-SAILS report is comprised of two parts; the after action report and the lessons learned/best practice report. Enclosure (1) and (2) discuss the standard formats for each type of report. These standard formats are essential for working with the Joint Universal Lessons Learned System (JULLS). Reports entered into CG-SAILS are automatically formatted per the enclosures. Instructions on using the web site are located on the CG-SAILS home page. In addition, if a user is filling out a report and has questions regarding what information should be entered in any data field, an explanation of that data field can be viewed by clicking on the title of the data field.

Encl (1) CG-SAILS; AAR FORMAT AND PROCEDURES
 (2) CG-SAILS; LL/BP FORMAT AND PROCEDURES
 (3) CG-SAILS Process

CG-SAILS; AAR FORMAT AND PROCEDURES

1. Purpose: The After Action Report (AAR) is a narrative summary of the operations, contingency response or exercise. An AAR may contain specific associated lesson(s) learned and primarily:
 - a. Summarizes the operation, contingency response, or exercise,
 - b. Assesses how well the organization's objectives were accomplished, and
 - c. Documents major lessons learned for follow-up action.
2. Objective: To provide an assessment of Coast Guard mission effectiveness during the operation, contingency response, or exercise. It includes a brief mission description and significant events; it includes discussion of interoperability with other organizations and command recommendations. It may identify areas for improvement in doctrine (i.e., policy, procedures, plans and tactics) and training. Individual lessons learned may be attached to the AAR, providing a more comprehensive picture of the operation, contingency response or exercise.
3. Submission: The CG-SAILS AAR should be completed and forwarded to arrive at Coast Guard Headquarters within 60 days of the termination of the operation, contingency response, or exercise. and should be in the format outlined below.
4. Format:
 - a. ADMINISTRATIVE DATA: Provides standard information to document submission of the AAR and to provide searchable fields to the database.
 - (1) Event Name: Name given to the operation, contingency or exercise name such as Desert Storm, Positive Response Y2K, Exxon Valdez, or Hurricane Andrew, etc.
 - (2) Type of Mission: Coast Guard mission that the reporting unit was performing during the event.
 - (3) Point of Contact: Name of person and organization, activity or unit submitting the AAR.
 - (4) Expenditures: Actual expenses in AFC-30, AFC-90 and CERCLA funds.
 - b. GENERAL DESCRIPTION: Should contain a concise summary of operational highlights while addressing areas for improvement in effectiveness, efficiency, coordination and interoperability.

- c. OPERATIONAL DATA: Should be used to discuss specific operational issues in the following areas:
 - (1) Command, Control, Communication and Information (C3I)
 - (2) Intelligence issues (threat assessment, quality and capability of dissemination of information)
 - (3) Operational planning issues and activities; (search patterns, environmental protection strategies, oil discharge control, etc.)
 - (4) Statistical data such as cutter employment days, boat hours, aircraft sorties/hours, law enforcement boarding and seizures, search and rescue cases.
- d. SUPPORT DATA: Should address specific support issues such as planning documents, personnel requirements, logistics/supplies required, financial issues, legal issues and public affairs items.
- e. OBJECTIVES AND MAJOR LESSONS LEARNED: Should address how well objectives were met.
- f. LIMITATIONS AND CASUALTIES: Should include all those experienced during the operation, contingency or exercise.
- g. PARTICIPANTS: Should identify all Coast Guard units involved and other participating agencies.

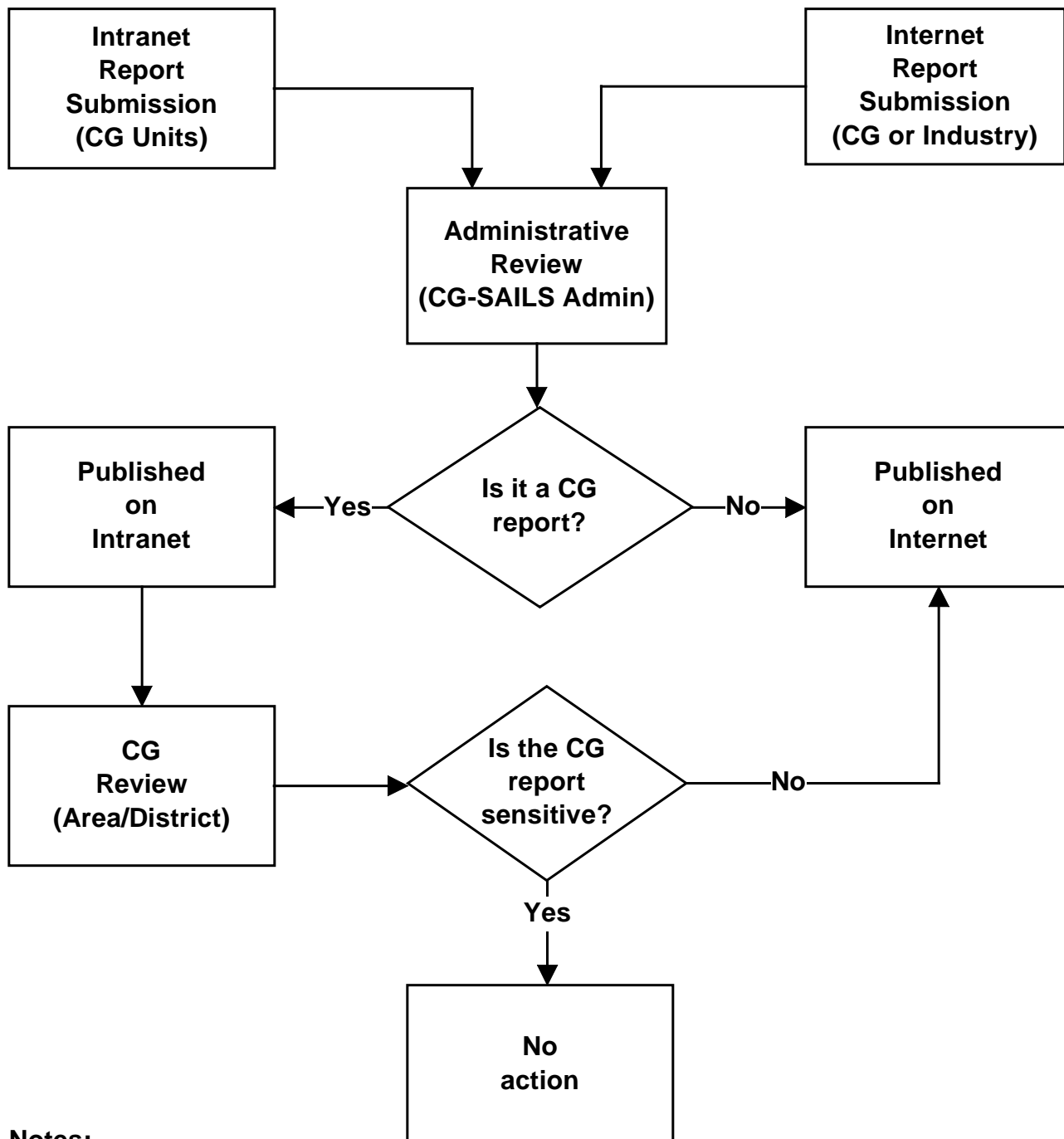
CG-SAILS; LL/BP FORMAT AND PROCEDURES

1. Purpose: The Lessons Learned/Best Practice (LL/BP) is a stand alone record that documents specific issues; problem areas, best practices and work-arounds pertaining to operations, contingency response or exercises. Each lesson learned should be prepared so that it does not rely on another record for clarification
2. Objective: To describe a better way of accomplishing a task or overcoming a problem, to describe a successful action that should be noted for future contingencies, to describe a problem encountered and the action the participants took to bypass or alleviate that problem or to document an issue that was encountered for which no solution was found.
3. Submission: The CG-SAILS LL/BP should be completed and forwarded to arrive at CG Headquarters within 60-days of the termination of the operation, contingency response, or exercise; via the chain of command. Reports should be submitted in the format outlined below.
4. Format:
 - a. EVENT NAME: Normally the given operation, contingency or exercise name (such as Desert Storm, Positive Response Y2K, Exxon Valdez, Hurricane Andrew).
 - b. ADMINISTRATIVE DATA: The administrative data associated with each lesson learned is very important for retrieving lessons learned by a number of categories. It enables users to retrieve lessons learned ranging from a general to a very specific set of search criteria. Those fields annotated with an asterisk (*) are required data fields and must be filled out prior to proceeding to the next screen. The administrative data includes the following:
 - (1) Title: This is not the same as the event name. It should be something that can be easily recognizable as the main theme of the lesson learned.
 - (2) Recommended Action: This draw down menu includes one of three choices that best describes the desired outcome of the lesson learned. If the lesson learned contains a recommendation for follow on action, then the generator should so indicate here. If action was recommended and has since been taken, then "no further action" should be selected. If the lesson learned requires no action then it should be characterized as "information only." The system, upon retrieval, color-codes all lessons learned with red flags for those requiring further action, green for those that are information only and blue for those that have been implemented.
 - (3) Start Date: The system automatically defaults to the start date of the event. If the lesson learned was observed on a different date, the start date can be changed manually.
 - (4) End Date: If your lesson learned was based upon an observation made over several days, then the end date should be filled in. Otherwise, leave this blank.
 - (5) Type of Contingency: Choose the contingency that was supported during the event.

- (6) ICS Category: Choose the ICS position that would most likely deal with the theme of the lesson learned. The Coast Guard Field Operations Guide is a good reference for deciding the best ICS position to choose.
 - (7) Core Component: This category helps define the lesson learned in the context of what component of a plan was being exercised or executed.
 - (8) Recommended Action Area: Choose what area is the best place to implement the recommendation of the lesson learned. This is especially important because it places the lesson learned in the context of how best to improve performance, prevention, plans and policy which is one of the primary reasons for collecting and disseminating lessons learned.
- c. OBSERVATION: Should contain brief factual statement of the observed success or problem. Statement can be (1) positive about something done exceptionally well, or about procedures used that should be shared, (2) negative about something that happened that should not have occurred or something that did not occur but should have.
 - d. DISCUSSION: Should amplify the success or problem described in the observation. Should answer the questions “Who, What, When, Where, Why and How.”
 - e. LESSON LEARNED/BEST PRACTICE: Should contain information of the positive action taken to generate success or the action that should be taken to avoid or alleviate or work around a problem.
 - f. RECOMMENDATION: Should contain a statement of how to repeat the success or permanently correct the problem and who should make the correction. The recommendation could result in a requirement for new or modified publication, procuring new equipment, changing force structure, revising command relationships, or improving training.

COMMENT: Should contain the operational commander recommended disposition of the lesson learned. This area should be used to track status of lessons learned that have become RAP items. Should also contain any additional pertinent comments or information.

CG-SAILS Process



Notes:

- CG reports are normally submitted on the Intranet.
- CG reports are released to the Intranet within 5 working days.
- CG reports should be reviewed by respective area/district within 90 days.
- Non-sensitive CG reports will be released to the Internet only after review.
- FOUO CG reports will NOT be released on the Internet.